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BRIEF TO THE PARLIAMENTARY COMMITTEE ON BROADCASTING.

CANADIAN ASSN. FOR ADULT EDUCATION

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THE CANADIAN ASSOCIATION FOR ADULT EDUCATION PRESENTS ITS VIEWS ON EDUCATIONAL TELEVISION FOR ADULTS IN CANADA. IT ARGUES FOR AN IMMEDIATE PLAN OF CHANNEL RESERVATIONS ENTIRELY FOR EDUCATIONAL PURPOSES TO BE IMPLEMENTED THROUGHOUT CANADA IN BOTH VHF AND UHF. IT CALLS FOR AN ALL-CHANNEL BILL REQUIRING THAT ALL SETS SOLD IN CANADA BE CAPABLE OF RECEIVING BOTH UHF AND VHF WAVE BANDS. IT ARGUES FOR FREEDOM OF ACCESS TO THE AIRWAVES FOR ALL INSTITUTIONS OF LEARNING. IT RECOMMENDS THAT A FEDERAL BROADCASTING AUTHORITY WORK IN CLOSE RELATION TO THE POLICIES OF THE FEDERAL GOVERNMENT, THE PROVINCIAL GOVERNMENTS, AND EDUCATIONAL INSTITUTIONS. AN OUTLINE OF THE PROPOSED STRUCTURE IS INCLUDED. IT BELIEVES THAT ETV SHOULD NOT BE ADMINISTRATIVELY INCLUDED IN THE ORGANIZATION OF CBC, THAT EDUCATIONAL RADIO HAS A FUTURE, AND THAT A CROWN CORPORATION SHOULD BE CREATED FOR THE PURPOSE OF STIMULATING RESEARCH IN EDUCATION. (RT)

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Brief To The Parliamentary Committee On Broadcasting

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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AE001 692

Presented by the Canadian Association for Adult Education, Corbett House, Toronto, September, 1967.

BRIEF TO THE PARLIAMENTARY COMMITTEE ON BROADCASTING

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I

The CAAE is grateful for this second opportunity to present in more detail our views on educational television to the committee. We are pleased that the Committee was able to delay its hearings somewhat on this very important matter. Since our last appearance we have fulfilled our commitment to hold a National Seminar on ETV in Toronto on April 13, 14 and 15, 1967. Participants in the Seminar represented all levels of education from all regions of Canada, most sectors of broadcasting and various interested levels of government. The Report of the Seminar is available and has been delivered to the members of the Committee, and all Members of Parliament. In sponsoring the Seminar, the CAAE did not commit its participants individually or collectively to any views held previously by the CAAE, other than the vital significance of the issue. Nor is the Association committed automatically to any of the views expressed, though we share many of them and have drawn heavily on those discussions for the substance of our brief.

II

The CAAE believes that Canada should engage in educational broadcasting by means of television as rapidly and as fully as possible. We believe that it is a resource too long neglected and that the benefits to education in Canada cannot be challenged. In fact, we do not believe that many of the presently stated goals of Canadian education can be achieved without a large investment in and dependence upon television.

III

The CAAE also believes that educational broadcasting is broadcasting of quite a different order than commercial and public service broadcasting as we now know it, and that the ability to create another kind of broadcasting in Canada will contribute to the improvement of all broadcasting. We obviously do not believe that broadcasting for educational or instructional purposes need be dull or somehow second rate, but that it is a legitimate, significant type of broadcasting in its own right, demanding and deserving resources, talents and skills commensurate with any other kind.

IV

We would like to emphasize that throughout this brief we are speaking of the role of television in adult education. This emphasis is not to slight other forms of education or the education of the young; but it is offered not only because of the Association's purpose, but because to accept the importance of adult education necessitates some arguments for procedure in channel allocation, and in the administration of ETV. For example, if only the education of children, already grouped in schools with centralized budgets and locations is the object, then the range of technical decision is quite different. *We believe that it is of the greatest importance to assert vigorously first, that all developed countries in the world are aware that it is no longer possible or practical to choose between the education of children and the education of adults in affecting development and, second, that the chief participant in educational television is the adult student in his home.* The CAAE believes that to accept anything less than this challenge in the elaboration of ETV in Canada in 1967, to allow the creation of a system which provides only for school-age children, and leaves the needs of the adult population to some hazy future would be to deny the realities of the present world, and emasculate for years the most powerful instrument at our disposal. Such timidity would be no credit to the present or future of Canada.

Therefore, the CAAE will not accept, and will endeavour with all its resources to persuade our citizens to find unacceptable, an initial ETV enterprise that automatically in every case prevents or limits access by the entire adult population to this medium.

V

The tasks that Canada faces in adult education have mounted exceedingly rapidly in the past 25 years, and will continue to do so even more rapidly in the future. The Second Report of the Economic Council 1965 reinforced the arguments provided in the Report of the Royal Commission on Canada's Economic Prospects 1957 to the effect that our major problem in maintaining our economic viability is the availability of trained manpower. The new Manpower policy of the Federal Government envisaging as it does a rapid and enormous increase in adult training has been one response. There will be many others. There are other needs in the area of health, recreation, leisure and cultural pursuits. In each case it is apparent that no amount of investment in the education of children while they are children will solve the problems that face us. The measure of the success of the conventional education of children lies in the freedom and frequency with which as adults they continue their learning.

Qualitative data on adult participation in education in Canada are difficult to obtain, but there are plenty of secondary indications of the rate of growth of participation, past, present and future. In 1958 the Province of British Columbia had nine Directors of Adult Education employed by local school boards. In 1967 there are 74. Rough estimates of participation in programs of education suggest about three to four million adult Canadians participating, and this takes no account of all the vital informal activities. In all the research done in adult education in both Canada and the United States, one message is repeated over and over — if you compare a sample population of participants in adult education with a random sample drawn from the population as a whole, the adult education group turns out consistently to have had more education to start with. Education, it appears, is habit forming and cumulative in its effects. The lesson to be drawn from this, however, is that the more the educational level of the population goes up, as measured by a longer time period in the preparatory formal system, the greater demands there are on adult education.

Adult Education will therefore in the next 25 years have to cope with the three to four million already participating in addition to the enormous number now in the formal system, and with the pockets of adults who got a bad start, and need somehow to be drawn into the adult education system. We do not see how present available resources for adult teaching can cope with these numbers, despite the recent extension of conventional facilities. To accomplish even part of these new and demanding tasks the resources of television are desperately needed now.

VI

The CAAE also believes that it is important to stress that we are discussing television broadcasting of a quite different sort. Without wishing in any way to denigrate the splendid efforts of the CBC, and some private broadcasters, we are arguing that, in the terms in which we are speaking there has been little or no educational television in Canada. We are not talking about programs with an educational intent provided by existing broadcasting outlets, nor are we talking about programs which have from time to time fulfilled more of the prerequisites of *instructional* broadcasting, such as non-broadcast relationships with students, examinations, tutorials, or even credit granted. These programs have usually been included on commercial or CBC channels in off-hours, and with no commitment to repetition or development. The most characteristic thing about them is their lack of permanence and the sporadic nature of appearance, planning and evaluation. *The point of this argument is that despite some claims there*

is no significant experience with the sort of educational broadcasting of which we are speaking in Canada.

What we are discussing and arguing for is the direction of a number of channels entirely to instructional purposes, channels that would be planned and operated on the basis of educational need. In this case, programs need not conform to strict hours and half-hours; the size of the audience for any one program is of little consequence, and there is no concern that the audience for one program should necessarily carry over to the next; in fact the reverse logic is true. What we envisage is not merely channels tied to a pre-existing school curriculum and used as "enrichment", but channels that would be related closely to assessments of community need, large and small, and programmed with such needs in mind. What is of the greatest importance is that such channels should have a field staff that can, over a period of time, provide the underlying community organization essential to the success of ETV and that they should be seen as a major resource for learning by the community. To achieve this the channels must be accessible to adult citizens on their home receivers and their administration must be clear, responsible, evident and accessible to them as well.

ETV in our terms then is based on the following:

*1. Educational objectives, which establish the criteria that determine subject selection, content, and instructional procedure, and that lead to developing cumulative learning experiences, directed at specific audiences.
2. An organized subject matter to achieve those objectives, presented in a sequence of programs.
3. A presentation that employs effective television techniques.
4. Presented at times convenient for the viewers at whom the program is beamed with adequate schedule and program lengths to achieve educational goals.
5. Adequate promotion and development to give viewers opportunities to hear of the programs' existence, and to learn to view and use effectively.

It may take the following forms:

1. Instructional Television
   a) Total teaching
      i. All teaching related to a prescribed course is given on TV, with or without the aid of correspondence, notes, tutorials, or other arrangements.

* Rosen, Earl; Educational Television, Canada. (Burns and MacEachern Limited) P.87;88;89;90.

ii. Instruction, largely intended for adults, given on TV with the object of bringing about change in information, knowledge, understanding, skills, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems.

b) Supplementary teaching by television

Some teaching related to a prescribed course is given on TV, with educational authorities conducting preparatory work, supplying additional information and follow-up work.

c) Reinforcement by television

Related to a prescribed course, programs containing material designed to reinforce and enrich the course, and not readily available to the class teacher.

2. General Cultural and Informative Programming.

Designed for those viewers, adult or child, who may seek to increase information or knowledge, or to develop powers of thought, appreciation, or criticism, or who seek to be exposed to works in the fields of drama, music, literature and the fine arts generally.

VII

The CAAE is aware that differing conditions in Canada will necessitate different arrangements. We are thoroughly committed to the creation of a varied system so that over a period of years within broad general principles, quite varied experimentation and experience can be developed and eventually shared. For example, we are quite aware that our basic condition of immediate access to adults by means of VHF (very high frequency) channels cannot be achieved in all parts of the country. However, we are very much opposed to the automatic segregation of educational television to the ultra high frequency band, in order to solve local problams of scarce VHF channels. One or more VHF channels devoted to education operating in Canada will provide a chance to demonstrate what can be done when reasonable access is given to the adult population, and will therefore contribute to accelerating the conversion of sets where such access is technically impossible. We believe that there is room for a variety of models of planning, construction and administration and urge that such freedom or experimentation be permitted and encouraged.

PART II—Channel Allocation

I

The problem of how to allocate the variety of scarce resources for broadcasting transmission devoted to various purposes is a complicated one.

i) All broadcasting waves or channels have always been and remain in public domain, that is to say, they belong to the people of Canada. The fact that some broadcasting frequencies have already been assigned for specific uses should not prejudice in any way the allocation of those that remain. To be explicit, the fact that the VHF band has been allocated predominantly for general commercial and/or public service does not in our opinion lend any weight to the argument that those uses have at this moment any prior right to those VHF channels that remain to be allocated. Whatever the basis of decision in the past, the present circumstances demand that all available channels be subjected to fresh judgments and allocations, based on existing prime need among the various demands for access.

ii) The VHF band gives the most immediate television access to those whom the CAAE regards as the natural and primary audience for educational television, adult citizens and their families in their homes. To settle for anything less than access to this audience wherever VHF channels are unoccupied and available would be to deny Canadian citizens everywhere access to educational transmission without the payment of an extra tax in the form of the costs of set conversion. We do not believe that our citizens should have to pay such an extra tax where it is not absolutely necessary, nor do we believe that an intelligent awareness of the educational demands now and in the future can permit such a decision. An even more important point is that the citizen in the lower economic levels of the country (most of whom have access to television sets capable of receiving VHF transmission only, and who need the educational services of ETV most) would be the last to get them. The supporting documentation describing a number of UHF and VHF markets in the USA, leading up to the passage of the All-Channel Television Bill in 1964 reveal how slow and minimal, in most cases, is the spread of UHF receivers.[1] CAAE is aware that restriction to UHF would not seriously burden the broadcasting of ETV programs to schools, where children are already collected. This however seems to us a radical and disastrous limitation on the power of television for education. *The CAAE believes that to automatically segregate ETV everywhere in Canada to the UHF band without making elaborate arrangements for set conversion would be a discriminating, damaging and basically wrong decision.*

We are aware that the Board of Broadcast Governors has recommended that ETV not be segregated automatically to the UHF band

[1]Available from CAAE office.

and the CAAE supports that decision. When VHF channels are available the CAAE believes that education should be given first priority. Where only UHF channels are available the CAAE believes that education should be given immediate priority, and that steps should be undertaken to make conversion of sets on a planned basis easy and if necessary at public expense.

The CAAE therefore believes that an immediate plan of channel reservations in both the VHF and UHF bands throughout Canada should be implemented. This will provide time for those provinces and regions not yet ready for ETV utilization to make satisfactory plans.

The CAAE also believes that an *All-Channel Bill* requiring all sets sold in Canada to be capable of reception on both UHF and VHF wave bands should be introduced by the Government as soon as possible. Such a bill, combined with a policy of allocating educational, commercial and public stations on both UHF and VHF channels would give Canada the necessary variety of motivation toward the use of both bands by the viewer.

The CAAE believes that a policy of a temporary reduction of federal tax on UHF sets would also hasten the distribution of such sets and make the use of both these wave bands for all purposes more practical.

PART III — Administration

I

The CAAE has followed with great interest the various proposals for the administration of ETV by a variety of levels of government. We are aware that while the control of broadcast communications in Canada is traditionally a federal matter, the control of education is traditionally a provincial concern. However, television is a new and unique medium. Its nature therefore introduces new problems, but also new opportunities for relating national and regional purposes as expressed by education in Canada. The present complications, we believe, merely conceal the gradual evolution of a wholly new educational system in which television will play an important part.

The CAAE also believes that the participation of the maximum number of interests as reflected by levels of government and voluntary organizations in the development of programs and their use is wholly reasonable. Our recommendations are based entirely upon our sense of the need to provide new administrative patterns for the reconciliation and co-operation of these interests. Other countries, such as the Philippines and Great Britain, have faced and are experimenting with these problems. In Canada the major experiment has been carried out by the Metropolitan Educational Television Association in Toronto.

By such means the widest range of participation in program determination has been assured. We believe that such principles should govern the whole of the administration of ETV in Canada, allowing for specific provincial and regional variations. Specifically such principles are as follows:

i) *Freedom of access.* All institutions of learning, public and private, should be provided with an appropriate degree of access to the air-waves for the presentation of the widest possible range of viewpoints and subject matter.

ii) *Balance.* Reflecting the growing recognition of the future significance of education in our society, (not only formal, elementary and secondary school curricula for children, but the growing technical, continuing and higher education requirements), all *levels* of educational institutions should be guaranteed an active participative role in program planning, production and broadcasting, to the end that their educational objectives will be carried out.

iii) *Technical quality.* In order that educational efforts to employ fully the resources of new technology in TV, radio, film, etc., should not fall short of the production and technical standards generally prevailing, every necessary step should be taken (and support given) by the appropriate levels of government and educational institutions to achieve high standards of technical and production competence.

II

STRUCTURE

A. A Federal Broadcasting Authority

As suggested in the White Paper on Broadcasting, (June 1966), a federal body must be a partner in the general policy on Canadian educational broadcasting. Such a body should function in close relation to the policies of the federal government, the provincial governments, and educational institutions, and would be responsible for carrying out the following functions:

i. Primary: Subject to the limitation of Canadian broadcasting regulations it would provide the essential technical requirements of frequency assignments,

antenna and transmission equipment (in some cases, production facilities), upon an agreed basis of rental to the appropriate provincial body,

All educational broadcasting licenses would be held by the federal body, subject to regulations by the Board of Broadcast Governors. The federal body should have the status of a crown corporation, operating on the basis of federal legislation.

ii. Subsidiary: Associated with the proposed federal body would be a Board of Advisors, representative of provinces and various institutional levels of education. (A certain number would be nominated by the federal government; a certain number would be nominated by the provincial authorities). The functions of the Board of Advisors would be to:

. . make recommendations on the use of federal funds, frequency assignments, and use of resources.

. . make recommendations to the regulatory body (BBG) on the future disposition of licenses.

. . advise on the desired pattern of development of educational broadcasting throughout Canada.

. . to advise on, respectively, the roles of the Canadian Broadcasting Corporation and private broadcasters in educational broadcasting, or related matters.

. . act as a co-ordinating body for the optimum development of Canadian educational broadcasting.

(The Board of Advisors should be chosen, it is suggested, on the basis of distinguished contributions to Canadian education, arts, letters or science, or in communication, or in contributions to community life generally, and should be widely representative of levels of educational interest and concern).

A "Council" of representatives of the provinces could be established at the initiative of the federal body (but separate and independent in character), reflecting concern for such questions as exchange of technical and pedagogical information; program exchange; joint or co-operative productions; the procurement of new materials, re-use of programs, etc.

B. Provincial Educational Broadcasting "Authorities"

Given the limitations of the British North America Act respecting education, almost total latitude will have to be given to the provinces in the development of appropriate provincial educational broadcasting "authorities". Let it be understood, then, that the following proposals are made in order to ensure the maintenance of the above-mentioned characteristics of access, balance and quality in the program development. It is suggested, however, that each province develop its own "authority", for the purpose of negotiation with the proposed federal body:

1. Functions of the provincial "authority" —

i. Within a province, to arbitrate or make decisions on the use of available frequencies, air-time, production facilities and adjudicate claims.

ii. To recommend program objectives to the participating institutions.

iii. To draw up budgets for the administration of the authority.

iv. To study, make recommendations re budgets, etc. to a Department of Education, University Affairs, etc. or to the federal authority.

v. To secure financing of required programs from a variety of sources.

vi. To establish guidelines for program planning, administration and other practices of the local ETV stations.

vii. To establish liaison with research, teaching and other educational and broadcasting bodies.

viii. To appoint representatives or delegates to the federal authority, or its associated "councils", or to other bodies (CBC, etc.).

ix. To provide the means of community organization to support programs for adult education.

2. Administration of Provincial Authority.

A provincial authority would have to develop its own administrative structure, with financial support provided from a number of sources e.g.:

. . provincial treasury
. . federal educational broadcasting authority
. . member or participating bodies (ETV association, school boards, universities, etc.)
. . other sources (business, industry, foundations, etc.)

The administrative staff to be employed by a provincial authority would be responsible to a Board of Directors, operating under appropriate provincial charter as an incorporated body.

Whatever the eventual administrative structure to be created within each province, there are basically two areas of program interest:

a) elementary and secondary school formal educational programs for children (the pre-eminent interest of Departments of Education and local boards of education)

b) adult, continuing and higher education, (the concerns of adult education bodies, community colleges, universities, community bodies, etc.)

These two areas of interest, because of the difference in their relation to Departments of Education, should be given the opportunity to develop in separate but parallel directions. It is important, then, that each provincial authority take into consideration these two areas of interest and need. There might be brought into being, for example, in each province, two separate "councils" as —

a) "Classroom" elementary and secondary Council, with representation province-wide from the Department of Education, local school boards, ETV associations, to develop the best approach to programming.

b) "Adult Education" Council, representing the interests of the Department of Education, universities, technological colleges, school boards, other adult education and community interests.

N.B. The administration of the ETV stations to be established should be a joint function of the federal authority (in transmission facility), the provincial authority (primarily in production of elementary and secondary school classroom ETV curriculum) and the local educational bodies. So that, for example, in the operation of an ETV station in London, Ontario, local educational bodies such as the Board of Education, the University of Western Ontario, the London Council for Adult Education, as well as the Department of Education of Ontario, and other bodies would share in policy-making governing that local station's programming.

It will be important, for the maximum educational and democratic benefits to be derived, for a community-based system of control to be asserted, with the flexibility provided for local needs to be recognized.

A wide range of possibilities for station development would seem to be possible, subject to local and provincial (or interprovincial) decision. In some cases, provinces may wish to maintain and extend educational broadcasting through the CBC or private stations. Provided that this kind of development is not in conflict with other responsibilities of the CBC or the private stations, it would seem wise to permit such approaches. Elsewhere, it may be possible for cooperation with the CBC or private interests to take other forms. For example, an ETV station might become, for part of its daily schedule, a part-time CBC affiliate. (The CBC's role as a production and broadcasting agency for national educational interests should be maintained, in recognition that there will be many program requirements, that cannot be justified from cost standpoints on the basis of small audiences, but which however can be justified on a national programming basis.)

PART IV—The Canadian Broadcasting Corporation

The CAAE is aware of and respects the long and distinguished contribution of the CBC to Canada. Indeed we have co-operated closely with the Corporation and hope to continue to do so. We do not believe that the inauguration of instructional television in any

way qualifies the important role of the CBC in providing a national service of entertainment, the arts, and public affairs, except to free some time now devoted to school broadcasting. Even if ETV is given the broadest interpretation, as we believe that for purposes of adult education it should be given, it does not in our opinion, in any way inhibit the national role of the CBC. The logic of instructional broadcasting is entirely different; in fact it is opposite to the logic of entertainment and general broadcasting. ***Canada needs both services if it is to survive.***

We have studied with care the proposals of the CBC with respect to its role in ETV. We believe that for obvious reasons the CBC has immensely valuable technical experience and services to contribute. We do not however believe that Educational Television should be administratively included in the present organization of the CBC. There are considerations of size as well as the complications of two quite diverse services being included in the same administrative structure. We believe that the CBC will be better able to concentrate on its assigned task without the administrative demands of the new service. The financing and technical problems of the new service are quite different and distinct and there is no significant advantage that we can see in lumping them together in the same body.

This is not to say that the CBC has not made distinguished contributions to instructional television and may continue to do so for a limited period of time. There are some regions of the country that will continue to use the services of the CBC until they are ready to assume the direction of channels of their own.

Part V

While we believe that television is the crucial matter at the present time, we also believe that there is an important future for educational radio. There are a number of specialized functions that radio can perform under the same general administrative direction as that proposed for television. We believe that there is room for a good deal of experiment in the use of radio and would urge that such a provision be made. Two sample proposals are:

. . the use of specific frequency for language teaching in major Canadian cities; primarily French, but other languages as well.

. . the regular broadcast of sessions of parliament so that citizens may tune in at any time to the nation's public business. We believe that particular sessions should be telecast, but that the regular sessions should be available in radio as a matter of course.

Research And Development

A comparison of the social-psychological research area contributing to development in education, with the physical science-industrial systems produces two inescapable conclusions. While Canada is seriously short of research in the social and psychological sciences, we are also short of concentration in the most crucial stage which is development and testing. If we are to make the most of a massive investment in ETV, we must also invest in research and development regarding its use. The CAAE has recently proposed the creation of a Crown Corporation for the purpose of stimulating and financing research in education on a basis that would co-ordinate the efforts of Federal and Provinciai Governments. We believe that such an arrangement could also stimulate research in ETV and would urge the committee to consider such a development.

Respectfully submitted
Canadian Association For Adult Education

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CONTINUING EDUCATION